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DD/S 71-4727

MEMORANDUM FOR: Director of Communications

Director of Finance Director of Logistics

Director of Medical Services

Director of Personnel Director of Security Director of Training

SUBJECT

25X1

: Conference of Support Office Directors

1. Attached is a draft memorandum for the record describing the Weekend Conference It has been done in draft to encourage liberal editing in any part where you feel that would be appropriate. It is long and may be too long. The attempt was made to capture enough of the discussion to preserve some of the flavor and to aid in recall. There are probably errors--comments may be attributed to people which they didn't say, or didn't think they said. It is circulated in draft for you to edit, correct, and consident upon. If you feel elaboration of some point would be useful, or even if you have had afterthoughts that you would like to introduce into the record, it can be done by incorporation into an amended context or as a footnoted annotation or addendum.

- 2. Our objective is to have an accurate record. Please have no inhibitions about offering comments.
- 3. The sooner your comments are received the sooner we can begin chipping away at the actions agreed upon.

Robert S. Wattles Acting Deputy Director for Support

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#### EYES ONLY

6 December 1971

MEMORANDUM FOR THE RECORD

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SUBJECT: Conference of Support Office Directors

1. The conference opened after dinner at Friday evening

December 3rd, 1971. Present were Messrs. Blake, Brooks, Coffey, Cunningham,

Fisher, Osborn, Dr. Tietjen, Mr. Wattles and the undersigned.

2. Mr. Coffey introduced the first item on the agenda, Management Planning, saying that its inclusion as an item was not intended to reopen questions raised in the FY 1971 critique. Everyone could do a better job of planning if more information and directional guidance were made available from the top levels of the Agency. If that were available a better job could be done at the Deputy Director level at furnishing guidance which could lead to better thought-out programs. Our management would be improved if we could get away from responding to crises and if we could find some mechanic permitting us to back away from the routine and crash requirements to think about and contemplate broader, longer term issues. Mr. Coffey asked for ideas about how the Office Directors do this and suggestions for how we might do it as a Directorate. In general, the DD/S has no satisfactory way of knowing what Support people are doing and whether we have the right allocation of resources in the right places. The DD/S Planning Staff is not a planning staff, but spends its time dealing with day-to-day problems seeming always to be on the short end of deadlines. The staff assembleproved from Release and Orabbel 20th GHA to DR 24-00780R004000030001-6

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- 3. Mr. Fisher said that we can't be against planning but suggested that we may be looking for problems that don't exist. Other Directorates have a unity of purpose that doesn't exist in the Support Directorate. Mr. Osborn suggested that the source of the problem is in the PPB structure. The bulk of what the Agency does lends itself to division by program category but Support operations don't fit the same format. He suggested that two or three knowledgeable Office Directors should get together and work up our own categories. It is clear that the present categories don't work for the Support Directorate.
- 5. Mr. Blake made the point that planning is dependent upon advance knowledge of what is going on and being contemplated. Until the PPB concepts and cycles change we may not be able to do this as effectively at the Agency level as we feel we should but we should be able to make some improvements within Approved For Release 2002/11/20: CIA-RDP84-00780R00400030001-6

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EYES ONLY

the Support Directorate. He suggested that the DD/S Office Heads should be called together for preliminary discussion to find out who has what in mind, what each is thinking about and wants to do, before the response to the Program Call is prepared. He cited the SIPS program as an example of a Directorate goal within which there are individual programs serving individual office needs which should be examined in relation to each other.

- 6. Mr. Cunningham remarked that each office plans in a vacuum—individual items are considered in isolation without giving attention to their real and potential impact on others. Before accepting the PPB system, or attempting to change it, there should be an examination of plans prepared for this year five years ago.
- should meet on the premise that their better understanding is prerequisite, or at least will contribute, to the better understanding of the Office Directors.

  Mr. Blake acknowledged that such sessions might serve a useful purpose but argued that only the DD/S can bring together and properly evaluate competing demands within the Directorate—that cannot be done at subordinate levels but must be done by the Office Directors. Simultaneously, he suggested, the Office of the DD/S should set out to try to revise the PPB categories. Mr. Fisher wondered what would be accomplished—what input could the Offices of Personnel and Finance, for example, have that would be useful to each other. Mr. Blake responded that the SIPS program and the current interest in microforms are examples suggesting that the DD/S can give guidance only if he can find out what each Office Director wants to do.

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- 8. Dr. Tietjen observed that planning problems begin with the Program Call. Individual offices can plan what needs to be done in the future to any degree but there is a gap in our knowledge in that we don't know the areas where we will be called upon to shift or react. He suggested that the timing is off and wondered how much of an advantage there might be in postponing the Support plans until others are in. Mr. Blake observed that Support plans functionally rather than by program categories and suggested that Support programs should be a part of or supplementary to the substantive programs and suggested that DD/S programs be scheduled for submission 60 days after the others are in. Mr. Wattles commented that lead time is not necessary for the entire program but only for externally generated demands to be levied upon Support Offices. Mr. Cunningham observed that the habit of people looking ahead is to say "more of the same." Planning must be in two parts. The best thinking of people at the top must be fed down in order that specific planning can be done within each of the offices. Planning should not be done by funneling masses of detail to the top where it would be impossible to get through all of the paper. Mr. Blake wondered whether it would be possible for the DD/S to "distill" what is wanted in order that the offices could submit only the distillate. Mr. Coffey wondered how the DD/S can know what is most important and how that determination can be made reasonably.
- 9. Some percentage of each program, and that percentage will vary from office to office, is relatively fixed. The emphasis should be directed toward that part of each program which is variable—what is going to be different this year?

### EYES ONLY

#### 10. Summary

The source of the problem is in the PPB structure. Support doesn't lend itself to the same format as others. We need to develop our own categories and seek a change to the structure.

- a. We need to seek some modification of the program cycle and attempt to get programs from other Directorates 60 to 90 days ahead of the due date for our submissions—not necessarily the complete programs but the parts dealing with the variables and the demands they will generate for Support. Before attempting to bring this modification about, however, we should find out whether the programs submitted by the other Directorates over the past five years were any good and attempt to determine whether it would have done us any good to have had them ahead of time.
- b. Office Directors should meet with the DD/S before the program cycle begins to focus on internally generated variables. There should be two sessions, probably about three weeks apart. The first meeting should be called shortly after the "Green Book" has been issued and studied preliminarily by Office Directors. The first meeting would attempt to bring the variables into focus, surface planned changes and assess potential impact on others. The second meeting would be used to surface and discuss preliminary plans. The first of these two planning sessions should be held as soon as possible.
- c. The DD/S should furnish his best thinking to the Office Directors and try to distill for them what is wanted so the offices can present the distillate rather than leave the distilling to be done in the Office of the DD/S.

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#### EYES ONLY

- d. The Problem Solving Seminars are not a useful device to solve problems. The process has utility as an educational tool and as a means of fostering attitude changes.
- e. A concentrated effort should be made to exploit the informal as well as the formal organization to get the information wanted and needed by the Support Offices to make their planning more meaningful.
- 11. Item 2, Interrelationships Among the Support Offices, began Saturday morning with Mr. Fisher describing the constant relationships among the Offices of Personnel, Medical Services and Security. He described the make-up and function of the Personnel Evaluation Board, Applicant Review Panel, and Overseas Review Panel. He also mentioned the Travel Policy Committee as exemplifying relationships with the Office of Finance.
- 12. The Office of Finance has more continuing day-to-day relationships with components outside the Directorate, in particular the Central Cover Staff and the CI Staff in addition to the Area Divisions. Its relationships with the Office of Logistics relate primarily to contracting and financial property accountability. Most relationships are person-to-person rather than office-to-office and most of the problems are Agency problems rather than problems peculiar to the Office of Finance.
- 13. The Office of Communications relates to other Support Offices primarily as a user of the Support services furnished.
- 14. Dr. Tietjen said that he had been reading through excerpts recently from Colonel White's diary covering the years 1952-1956 and observed that a lot

### EYES ONLY

has been accomplished since that time in carving out missions, relationships, and roles of the individual offices. Areas of overlap have been diminished and roles, individually and collectively, have been clarified. Having established separate identities, the tendency now seems more toward merging together. Conflict is not necessarily prerequisite to a redescription of roles but it is possible to overdo interrelationships. Individual views can be diluted by forming groups and we do not want to be reduced or seek reduction to the lowest common denominator.

- 15. Mr. Blake confirmed that there had been real animosity during the 50's which has been largely replaced by mutual interdependence. He offered several examples highlighting the manner in which the Office of Logistics relates functionally to each of the Support Offices and speculated that his office relates to DD/S exclusively more than the others. The Office of Personnel has direct relationships with the Executive Director-Comptroller; the Office of Security with the Director; the Office of Training and the Office of Communications with the Clandestine Service but the Office of Logistics has no direct relationships with the Executive Director-Comptroller or the Director. The most significant problems occur at the office level: Personnel--quantitative and qualitative; Requirements--reacting to requirements that are undefined or ill-defined.
- 16. Mr. Osborn said he has difficulty identifying the unity at the Directorate level in terms of problems and objectives. The sum of the parts should equal the whole but there doesn't seem to be an identifiable whole. Mr. Wattles observed that it may be the only whole is the sum of the separate parts.

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- 17. Mr. Cunningham felt that item 2 was the item on the agenda of least concern. The Office of Training enjoys excellent relationships with all offices in the Directorate and he knows of no difficulties at any level.

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19. Dr. Tietjen observed that these are very sensitive times with the redefinition of the Director's role in the community, the reassignment of the Deputy Director for Central Intelligence, the retirement of Colonel White and his replacement by Mr. Colby and we should be particularly attentive to our current roles and responsibilities. We have had a very good record for a number of years and it would be most unfortunate to have the first error occur during a time of change when the impression could easily be created that mistakes are the pattern rather than the unusual. Mr. Cunningham expressed the view that we should play down the dangers and play up the opportunities of the management turnover. We may have been too timid about looking for opportunities for innovation. Dr. Tietjen cautioned that we must be sure that we can deliver what we are currently charged with delivering before we look for new things.

#### 20. Summary

It is possible to overdo the attention given to interrelationships among offices and it is important to be aware that individual views can be diluted by forming groups.

- a. The roles of the offices have been clarified with the passage of time and we don't have the conflict that comes from a lack of clarity but conflict is not a necessary prerequisite to redefinition of roles and functions.
- b. The sum of the parts should equal the whole but, since we can't quite identify what the whole is, the conclusion is that the whole must be the sum of the separate parts.
- c. We should not become preoccupied with opportunity and lax in doing the day-to-day job. We should be sure we can deliver what we are currently charged with delivering, then turn to opportunity.
- 21. Item 3, Relationships With the DD/S. Mr. Brooks suggested that there would be some value in having the DD/S describe the role of the staff of the DD/S. Mr. Osborn observed that the net affect of the DD/S staff is harassment. The role of the staff seems to be entirely upward and not at all downward with the effect that it insulates the Deputy Director for Support from the Office Directors rather than serving to draw them closer. Mr. Blake confirmed that the Office of Logistics has also felt harassed, although less recently than in the past and confirmed Mr. Osborn's observation that the staff is primarily oriented

toward the DD/S rather than for the offices. He wished that the staff would occasionally solicit an opinion from the Office Directors and occasionally offer to be of assistance.

- 22. Mr. Cunningham observed that the concept of completed staff work changes through the years. By way of example, he said that Mr. Baird felt he had to know every fact and every bit of detail and was embarrassed if he was asked a question which he couldn't answer from his own knowledge. Mr. Cunningham feels this is a completely impossible goal and no one should be embarrassed to admit to a lack of knowledge of detail as long as he knows where he can go to get the answer. The desire to know every detail leads to a great deal of unnecessary burdensome work on the part of subordinates who spend a great deal of time trying to anticipate questions that may never be asked. He wondered whether it would be possible for the Office Directors to get some guidelines about what would be acceptable.
- 23. Dr. Tietjen feels that the Office of Medical Services doesn't have quite the same problem that the other offices may have in that OMS doesn't generate papers to the same degree. The DD/S staff doesn't loom as large in OMS relationships as it may in some other offices. He observed that we have all been going through a kind of "get acquainted period" since last January and the modus operandi is still not fully developed. One predecessor DD/S met with the Director of Medical Services once every two or three weeks as a means of communicating if there were something to be communicated. Another earlier DD/S preferred to deal with problems as they arose. Office Directors are now

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still learning what should be communicated and there is some hesitancy to impose upon the time of the DD/S and add to his burdens. If there is a question of whether to communicate or not the chances are the balance will tip toward not communicating in order to avoid imposing. He suggests that there is an area of communication between the DD/S and the individual Office Directors that needs development.

- 24. Mr. Wattles said that there are functions, such as those performed by the Plans Staff and the Support Services Staff that have to be done at the Directorate level. Apart from these functions the need for a staff is determined by or directly related to the degree to which subordinate levels are or are not producing what is needed. The work should be done at the office level and the staff should get involved only if the work is not done there.
- 25. Mr. Coffey described the division of responsibility among the elements and individuals assigned to the DD/S staff.
  - a. The SSA-DD/S is a Senior Support Officer for the Clandestine Service. For the most part that represents the division of his responsibility although he is asked for help from time to time with problems that affect other components usually relating to overseas operations and certain cases of special exceptions.
  - b. The Plans Staff is concerned with resource allocation, budgets and programs and subjects where individuals have a particular background, such as has in real estate and utilities.

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cis the Career Management Officer for the	
Support Generalist Career Service assisted bywho	25X
also acts as the Senior Training Officer for the DD/S.	

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- d. The Support Services Staff is responsible for Agency regulations and the Records Management Program. It is also responsible for the Directorate people assigned to the SIPS Task Force.
  - e. Everything else goes to the Support Operations Staff.
- 26. The role of the Executive Officer varies somewhat with the incumbent. We have been going through a period of some instability in that position during this year with three different incumbents and that role is still being clarified.
- Coordinator in relation to the Support Services Staff and the SIPS Task Force.

  The Support people assigned to the SIPS Task Force are carried on the staffing complement of the Support Services Staff. The Chief, Support Services Staff is administratively responsible for the positions and incumbents but has no responsibility for their substantive contribution to the SIPS program. The Director of the SIPS Task Force reports directly to the DD/S and has full responsibility for the SIPS Task Force and program. The Information Processing Coordinator has no direct substantive responsibility for the SIPS program. He serves as staff officer to the DD/S in considering information processing and computer applications outside the scope of the current SIPS program in addition to representing the Directorate's inter-Directorate interests in information processing activities.

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- 28. Mr. Fisher suggested that it might be useful to have the staff of the DD/S tell the Office Directors how they feel about the individual offices. Mr. Osborn suggested that some description of the functions and division of responsibility among the DD/S staff members be distributed to the offices.
- 29. Mr. Coffey announced that Mr. Wattles would begin taking the final DD/S action on all papers unless in his judgment they should be referred to Mr. Coffey. It would be helpful if, in submitting papers, the Office Directors would indicate on the routing sheet those cases where a subject may have already been discussed with the DD/S, may be of particular interest to him, or may be in response to a request he has made.

#### 30. Summary

Discussion of the third agenda topic was devoted largely to the role of the DD/S staff and it was suggested that a description of that role might be written up and distributed to the offices.

- a. There is some hesitancy on the part of the Office Directors to add to the burdens of a very busy DD/S and Mr. Coffey said that he would try to improve the one-for-one relationships with Office Directors.
- b. There was agreement that no special effort should be made to create a DD/S Management Advisory Group. It is more important to have this kind of group functioning at the office levels with their products being fed upward when appropriate. It is more important to improve communications among the group present at this conference

than to create another group for which it may be hard to find issues to be addressed.

- c. Senior managers of the Agency spend more time with students in training courses than with senior officers of the Agency and some attempt should be made to bring this into a better balance. It would be useful if the Director could be persuaded to schedule regular meetings with people at the Office Director level throughout the Agency.
- d. It was also agreed that senior officers should be invited to meet with and talk to the group present at this conference.
- 31. The Role and Image of the Support Directorate. There is general agreement that the service philosophy is correct but that there goes with it a responsibility indirectly to control. Service is not synonymous with subservience but we do not have a generally understood definition of what a service organization is. The Clandestine Service accepts the Support Directorate as a Directorate perhaps more than the others. The S&T Directorate functions on a project basis where we furnish the Support people but they "don't pull the parent component in with them" to the same degree as occurs in the other Directorates.
- 32. Mr. Wattles read a paper developed by two experienced upper middle grade Support Officers to illustrate the kinds of chores Support Officers are called upon to perform which tend to convey the "housekeeper" image. (Copy attached.) This generated a lively discussion and many of those present were able to cite equally as many instances in their own experience where they had been called

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upon to perform personal and menial services for particular Chiefs of Station but most felt that anyone would be hard-pressed to identify a position where chores of this type constituted the primary burden of the Support position or role in the station or division. It was generally accepted that a certain amount of this kind of chore will always be a part of many Support positions but if people are allowing it to gnaw at them we may be selecting the wrong people. Much of this can be overcome, or offset, by the manner in which people entering the Support Career Services are prepared to accept their positions. The "housekeeper role" should be discounted and the service role emphasized with liberal education in the means and techniques by which Support Officers can exercise subtle controls.

- 33. Part of the reason the Support Directorate is not consulted and invited to participate in the planning and evolution of projects is that customer components have never felt the need to find out ahead of time whether a given activity or operation can be supported. The history has been that we respond no matter what the requirement and, therefore, there is no need to consult with us ahead of time. The majority of the group present are not persuaded that there is a "role problem."
- 34. The consensus seems to be that we are better than we allow ourselves to think we are. We have to be convinced ourselves and carry that conviction to others every time the opportunity is presented.
- 35. The question of whether or not there is need for a small "professional management" group was answered in the negative as a Support Directorate

responsibility in behalf of the Agency. Some of the other Directorates, however, have their own internal capability to devote staff attention to management problems and there seems to be agreement that it would be advantageous for the DD/S to have such a group responsive to him in the Support Directorate context.

#### 36. Summary

- a. To the extent that a "housekeeper image" exists it seems to be a function of the individuals concerned and the degree to which they become preoccupied with menial tasks rather than the primary purpose of their functions. It was suggested, however, that the paper which Mr. Wattles read, or a similar itemization, be reproduced and distributed at Chiefs of Station seminars. The "housekeeper" type of function should be played down and the fact that the Support Directorate furnishes a vital service should be played up.
- b. A small staff to do "professional management" kinds of studies and services responsive to the DD/S would be a useful Directorate mechanism.
- c. A concerted effort to "re-tool" senior managers by outside academic education is less important than the combination of experience and management training currently available to Agency careerists as they progress. Patterns of training may

need attention to make it possible to bring the students together in a way which makes it possible for them to apply their knowledge.

- d. A thoughtful, perceptive individual should be selected to sit through courses such as Trends and Highlights with the objective of putting together a Directorate presentation to be given in the Midcareer and other courses to put the best possible positive face on the Support Directorate. The presentation should then be given by the best speaker we can find equipped with all the props.
- e. A fact book about the Support Directorate should be developed and widely disseminated.
  - f. A picture book of Office Directors should be put together.
- g. We should attempt to develop a program of inter-Directorate briefings for opposite numbers in other Directorates.
- 37. Saturday evening Mr. Coffey offered some general comments and observations which are highlighted here.
  - a. Mr. Briggs has asked DD/S to nominate a candidate for the position of Deputy Director of Planning, Programming, and Budgeting and Mr. Coffey asked for recommendations.

- b. The selection and assignment of senior people is accomplished through a very informal mechanism. Perhaps participation in this process should be broadened with the objective of injecting a greater degree of certainty that the right people are selected for the right positions. It was agreed that the Office Directors as a group should act as a senior assignment board but it probably would not be necessary for all seven Office Directors to participate in every consideration.
- c. Mr. Coffey wondered whether it might be useful to line this group up across the auditorium stage and invite people to come in for questions and answers. He asked that this idea be given some thought and reactions, and alternative or supplementary suggestions be offered.
- d. This forum has been a plus in many ways, among them the realization that some things we assumed were understood were not understood. If there are areas other than those discussed at the conference where there is lack of understanding you are requested to make them known.
- e. Mr. Coffey acknowledged that the one-for-one contact with Office Directors has been less effective than he would like. He finds himself buried under calendar commitments and paper which he recognizes represents a personal style that has disadvantages. As a means of helping him Mr. Wattles will assume action responsibility on as many items as possible. We have also been going through a

period of personnel and personality adjustments on the staff. Mr. Coffey finds himself feeling short on background, knowledge, and experience in all Support areas. He plans to try to make the opportunity to have more private conversations but asks to be reminded if it doesn't happen.

f. Mr. Coffey observed that there is some unevenness in the performance of the different offices but considered it inappropriate to comment further. He asked the offices to keep in mind that sometimes people are assigned to the DD/S staff as an accommodation to particular circumstances individuals may find themselves in when they have completed an assignment or been relieved from an assignment for one reason or another and are awaiting the availability of an appropriate new position. The job of the staff is to facilitate the performance of the Directorate. Quite often papers are edited out of a sense of pride and responsibility for ensuring that the job is done right and presents the best representation we can give it. Occasionally there seems to be some tendency for original authors to become careless because they have come to rely upon the assumption that papers are going to be reviewed and rewritten anyway. Individual members of the staff should not have an attitude of independent superiority and it is wrong if they are representing anything other than that which they have been asked to represent.

- g. As a general impression, the Support Directorate doesn't seem to react or respond to requests for information and papers on short deadlines as do the DD/I and DD/S&T. The DD/I in particular seems to have a facility for anticipating demands and responding to them, even overnight many times. It may be that the nature of our business prohibits our reacting similarly but improving our responses should be among our goals.
- h. Mr. Coffey wants to be able to be sure that we "have our proper place in the sun" and he wants senior Agency management to know that the Support Directorate has its share of brains. He cited a couple of recent examples where he had volunteered to undertake particular projects with this objective in mind.
- i. The Director seems to expect to see more of Support after Colonel White's retirement but it is not to be expected that we will find it necessary to be in his office everyday or as often as the other Deputies. There is, nevertheless, an encouragement to relate to him more. Many of the Support Offices have direct contacts with the Office of the Director and there is no reason to alter that but the Office of the DD/S should be aware of what is going on.

The Support Officer image as "housekeeper" is the result of COS's and others (including Division and Branch Chiefs, and indirectly SSA/DD/S and DD/S) expecting/demanding the following type support:

- 1. Extra special (nit-picking) attention to COS/DCOS quarters to include finding them: personal shopping for furniture, appliances, decoration, etc.; personal attention to repairs, utilities, bills, yard work, etc.
- 2. Extra special care of COS/DCOS official vehicles--(QP's) flats, repairs, washing, servicing--provision of extra vehicles on-call, chauffeuring on demand.
- 3. Having to cater to COS/DCOS wives' whims--"Check with Mary Jane about (things, help, equipment) she needs for tonight's party"--pushing from an official standpoint the "do-good" and personal interests of COS/DCOS wives--charities, clubs, parties, outings, etc.
- 4. Personal shopping, shipping for visitors--COS friends, former station personnel.
- 5. Having to fill out papers, get clearances, and handle shipment or receipt of purely personal property-dogs and cats, for example, or private vehicles or weapons.
- 6. Meeting people at the airport-day or night-as a convenience-people who can't look after themselves shouldn't be allowed overseas.
- 7. Being called on to fix traffic tickets, straighten out bad checks, keep a drunk from being booked, intercede with the landlord over tenant's violation, get expelled kid back in school, and similar things.
- 8. Making out personal income tax statements, keeping other personal records--would be very interesting to see just how many finance officers get the arm of the COS on this one.
- 9. Being called on to overlook the gouging on accountings (or being overruled).

- 10. The plain fact of being "available Jones" to everybody at the station, 24 hours a day. "You're the Support man--figure out this, that or the other!" "You make this 400 mile drive tomorrow--Joe (the Case Officer) is busy!" (Equipment for Joe's project.) "You pick up the stuff at (safehouse)--If you get caught, we can PNG you easier."
- 11. Being always in the position of "fall guy" for any support discrepancy; while a "happy station" reflects only to the credit of the COS.

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MEMORANDUM FOR:

SUBJECT

: Support Career Service Conference

Bruce:

In opening the Support Conference last Sunday you "hoped" it would be the best such conference ever held.

While I have no personal yardstick for judging I believe anyone would be hard pressed to deny that your hopes were not realized.

I commend you most sincerely and gratefully for your splendid leadership throughout the pre-conference period as well as during the conference. I particularly appreciate your taking on this considerable burden in addition to your very considerable regular workload. You have made - once more - a major contribution to the Directorate as well as the career service and have thereby confirmed and enhanced the esteem in which you are held. Many many thanks.

John W. Coffey
Deputy Director
for Support

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SSA-DD/S:CWC:vld (22 Sept 71)

Rewritten:

DD/S:JWC:llc (24 September 1971)

Distribution:

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